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S. HRG. 99-413

KENTUCKY WILDERNESS ACT OF 1985

HEARING

BEFORE THE

SUBCOMMITTEE ON AGRICULTURAL RESEARCH, CONSERVATION, FORESTRY, AND GENERAL LEGISLATION

OF THE

COMMITTEE ON AGRICULTURE, NUTRITION, AND FORESTRY UNITED STATES SENATE

NINETY-NINTH CONGRESS

FIRST SESSION

ON

S. 703

A BILL TO DESIGNATE CERTAIN NATIONAL FOREST SYSTEM LANDS IN THE STATE OF KENTUCKY FOR INCLUSION IN THE NATIONAL WILDERNESS PRESERVATION SYSTEM, TO RELEASE OTHER NATIONAL FOREST SYSTEM LANDS FOR MULTIPLE USE MANAGEMENT, AND FOR OTHER PURPOSES

NOVEMBER 13, 1985

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KENTUCKY WILDERNESS ACT OF 1985

WEDNESDAY, NOVEMBER 13, 1985

U.S. SENATE,
SUBCOMMITTEE ON AGRICULTURAL RESEARCH,
CONSERVATION, FORESTRY, AND GENERAL LEGISLATION,
COMMITTEE ON AGRICULTURE, NUTRITION, AND FORESTRY,
Washington, DC.

The subcommittee met, pursuant to notice, at 9:03 a.m., in room 332, Russell Senate Office Building, Hon. Mitch McConnell presiding.

Present: Senator McConnell.

STATEMENT OF HON. MITCH McCONNELL, A U.S. SENATOR FROM KENTUCKY

Senator MCCONNELL. This hearing of the Subcommittee on Agricultural Research, Conservation, Forestry, and General Legislation, will come to order. Our purpose this morning is rather limited. I am pleased to join my distinguished colleague from Kentucky, Senator Ford, as an original cosponsor of S. 703,[1] "The Kentucky Wilderness Act of 1985," which is the subject of this particular hearing.

The response this proposal has evoked within the environmental community shows that it is universally supported, environmentally sound, and deserves favorable consideration by the Senate.

We are happy to be able to start the ball rolling on the Senate side this morning.

The so-called Clifty Wilderness bill would designate a 12,000-acre tract of the Daniel Boone National Forest as a wilderness area, which would ensure that this area would be preserved in its pristine state for generations to come. This bill also would bar future exploration for oil and gas, which makes considerable sense to me since a Bureau of Mines study has concluded that the Clifty area has practically no value whatsoever for mineral purposes.

Conservation of our natural resources must be of the highest priority and legal constraints must be enacted which prevent abuse and misuse of wilderness resources.

This particular legislation accomplishes a variety of worthy objectives. For example, protection of wildlife and the natural watershed of the area will be maintained through a comprehensive long-term plan. Even more significant, tourists will be able to enjoy this Kentucky treasure free from the distraction of road construction,

[1] See p. 19 for a reprint of S. 703 and p. 25 for a report on S. 703 from the Department of Agriculture.

logging, and oil and gas exploration. The Clifty Wilderness bill also provides an important glimpse of Kentucky's natural heritage before man's intervention.

This bill is supported by a number of groups, including the Kentucky Wilderness Society, the Sierra Club, the Audubon Society, the Kentucky Conservation Committee, Elkhorn Paddlers, Appalachia-Science in the Public Interest, and the Tennessee Citizens for Wilderness Planning.

Representatives from a number of these groups are here today and we look forward to their testimony as we take a step toward maintaining an important part of Kentucky's beauty for generations to come.

Also with me, a sponsor of the bill, is my colleague, Senator Ford. He and I work together on a daily basis, and we manage to cover both sides of the aisle, I think, rather effectively. I am particularly pleased to see him here this morning, and would like to call on him for his opening statement.

STATEMENT OF HON. WENDELL H. FORD, A U.S. SENATOR FROM KENTUCKY

Senator FORD. Thank you, Mr. Chairman. First, let me take the opportunity to thank you for not only cosponsoring the Kentucky Wilderness bill, but also for taking the time today to provide for this hearing, to take us through the legislative process.

I say to my distinguished colleague from Kentucky that we are joined in support for this legislation by the Governor of Kentucky, Martha Layne Collins, Congressman Chris Perkins, Congressman Romano Mazzoli, Congressman Larry Hopkins, Congressman William Natcher, and Congressman Carroll Hubbard.

In addition to the groups testifying here today, other groups in favor of this bill would include the Kentucky Department of Fish and Wildlife, the Kentucky Conservation Council, the Kentucky Conservation Committee, the Kentucky Audubon Council, and the Kentucky Forest Industries Association.

Mr. Chairman, I have a fairly lengthy statement, and I will not belabor you with all of that. But let me just say that the passage of S. 703, the Clifty Wilderness bill, will ensure that approximately 12,000 acres of a total of 673,000 acres in the Daniel Boone National Forest will be set aside in its natural state. The area will be protected and preserved by law. The important point here is that while the area today is protected and in fact enjoyed by large groups of visitors, this bill will guarantee that it remain in its natural state for generations to come.

Mr. Chairman, I did some research early on as it related to wilderness and the preservation of certain sites. I read the 1964 Wilderness Act. On September 3 of that year, President Johnson signed the act into law, and we became the only nation to have such a piece of legislation that recognized the need for preservation of its scenic and natural resources.

So, not only are we the only nation, but I think Kentucky is beginning to put together some areas that will be beneficial to us in the future.

Mr. Chairman, I ask unanimous consent that the balance of my statement be included in the record.

Senator MCCONNELL. Without objection, we will include Senator Ford's statement.[1]

We are going to handle our witnesses today in two panels.

First I would like to call Al West, the Associate Deputy Chief of the U.S. Forest Service of USDA, and Charles Martin, deputy secretary, Kentucky Department of Natural Resources and Environmental Protection.

Gentlemen, if you have lengthy testimony we would ask that you summarize it with full knowledge that it will be included in the record.

STATEMENT OF ALLAN J. WEST, ASSOCIATE DEPUTY CHIEF, FOREST SERVICE, U.S. DEPARTMENT OF AGRICULTURE

Mr. WEST. I have very short testimony.

Senator MCCONNELL. Fine, go right ahead.

Mr. WEST. Mr. Chairman, I am pleased to have this opportunity to testify in support of the wilderness designation for the 13,300-acre Clifty area on the Daniel Boone National Forest in the State of Kentucky, as provided in S. 703.

Kentucky has 675,000 acres of National Forest System lands, comprised almost entirely of the Daniel Boone National Forest. The Beaver Creek Wilderness on the Daniel Boone National Forest is currently the only designated wilderness within the State of Kentucky.

The proposed Clifty Wilderness is a distinctive example of the Cumberland Plateau landscape. Elevations range from 1,257 feet on the ridge top to 722 feet in the valley bottom. The landscape is extremely scenic with spectacular cliffs, natural arches, waterfalls, and rock shelters. The geological features and rugged topography of Clifty have contributed to the development of a unique vegetative community. Several hundred plant species occur in the area, including several that are rare.

The Clifty area also makes up a portion of the Red River Gorge geological area which was designated by the Secretary of Agriculture in 1974. The management of the geological area is for recreation use, watershed protection, and wildlife management. Additionally, the Red River geological area was designated as a National Natural Landmark in 1975.

Clifty has not had any commercial timber sales for nearly a decade. Approximately 85 percent of the mineral estate is outstanding or reserved; however, there is no mineral activity occurring in Clifty. The mineral potential is limited primarily to oil and gas. There are no particular geologic features or record of past mineral production which would cause the Clifty area to be considered important for potential oil and gas development.

The second roadless area review and evaluation and the final Daniel Boone National Forest plan recognize the wilderness potential of the Clifty area. We believe Clifty would be a valuable addition to the National Wilderness Preservation System.

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[1] See p. 13 for the prepared statement of Senator Ford.

We appreciate the opportunity to offer our views on S. 703. We would be glad to respond to any questions you may have.

Senator MCCONNELL. We would like to hear from Mr. Martin before we get to questions.

Mr. Martin, would you like to proceed?

STATEMENT OF CHARLES MARTIN, DEPUTY SECRETARY, KENTUCKY DEPARTMENT OF NATURAL RESOURCES AND ENVIRONMENTAL PROTECTION

Mr. MARTIN. Thank you, Mr. Chairman, members of the subcommittee. I am Charlie Martin, deputy secretary of the Kentucky Cabinet for Natural Resources and Environmental Protection, and I would like to thank the committee for giving me the opportunity to speak in favor of Senate bill 703, which includes the Clifty area of the Daniel Boone National Forest and National Wilderness Preservation System.

The Clifty area is part of the Red River Gorge geological area, which is managed by the U.S. Forest Service to sustain the outstanding natural and cultural resources that occur there. It is located approximately 50 miles east of Lexington, KY, and easily accessible to the major population centers of the Ohio River Valley.

The area has a number of features that make it somewhat unique: Outstanding scenic attractions in the form of clear streams, waterfalls, cliffs, rock shelters, natural stone arches, and limestone caverns are present. The area surrounds the portion of the Red River that has been officially designated by Kentucky as a wild river.

A great variety of vegetation native to the mixed mesophilic forest is present, as well as wildlife species such as rough grouse, wild turkey, white-tailed deer, bobcat, beaver, and numerous species of small birds and mammals.

Several species of animals in this area are listed for monitoring in the endangered species committee of the Kentucky Academy of Sciences and the Kentucky Nature Preserves Commission.

The wilderness designation would contribute significantly to the protection of these species.

Recreational uses for this area include hiking, camping, hunting, fishing, nature study, mountain climbing, canoeing, and swimming. About 10 miles of the undeveloped primitive trails and about 9.5 miles of developed trails offer many challenging opportunities for accessing the area.

The Red River is rated as a class 2 and class 3 white water run. Much of the area is untrailed, requiring advanced levels of orientating skills to traverse. The cliffs for which the area is named offer great opportunity for technical climbers.

Because of the density of the vegetation and rugged topography, the visitor to Clifty can enjoy a high level of solitude and true isolation within a short distance of the boundary.

Truly, the Clifty area deserves designation as a wilderness area. Its easy access and high potential for use by a significant portion of the population, combined with its rugged terrain and natural appearance, make it a prime choice to receive such a designation.

As early as 1978, various agencies of the Kentucky State government have favored such a designation for Clifty.

Today I can tell you that the Cabinet for Natural Resources and Environmental Protection favors such a designation as well as the Kentucky Nature Preserves Commission and the Kentucky Department for Fish and Wildlife Resources.

In addition, I am authorized to tell you—and in a second read to you—that Senate bill 703 as well as House bill 1627 have been endorsed by the Governor of Kentucky. I have for your consideration a letter which I would like to read to you so stating for the record, and I encourage you to adopt Senate bill 703.

I would like to read the Governor's letter to you, Mr. Chairman:

> Dear Senator McConnell: I am writing to express to you my support for the designation of the Clifty area of the Red River Gorge as a wilderness under the National Wilderness Preservation System. House bill 1627 and Senate bill 703, currently under review, will provide the legislative mandate to protect this unique resource for future generations.
>
> I hope that you will support this effort to protect this valuable natural resource. Sincerely, Martha Layne Collins.

Senator MCCONNELL. Thank you, Mr. Martin. Just for the record, Mr. West, how would the Forest Service manage the Clifty area over the next 5 years in the event it would not become a part of the wilderness system?

Mr. WEST. Well, the Daniel Boone National Forest plan indicates that it would be managed the way it has in recent times, and that is in an unroaded state for the recreation and wildlife values.

Senator MCCONNELL. Mr. Martin, would the designation of the Clifty area as a wilderness area have any effect on the local economies?

Mr. MARTIN. To my knowledge, it might strengthen the economies by providing recreational values. As I indicated in my comments, there are many uses that would be strengthened for this area.

Senator MCCONNELL. Is such a designation usually followed by increased tourism?

Mr. MARTIN. Yes, sir, I'd say that was correct.

Senator MCCONNELL. Senator Ford.

Senator FORD. Thank you, Mr. Chairman. Mr. West, I have a couple of questions for you, to be sure we are on the right track.

In a report on the Clifty area, the oil and gas section of the Kentucky Geological Survey was quoted as saying "the oil and gas potential in the area is questionable at best."

Is this a fairly accurate statement, given the studies carried out by the Forestry Service under the RARE II study?

Mr. WEST. Yes; it is, Senator Ford.

Senator FORD. All right, one other brief question, then, as part of the record.

Several pockets of land are still privately held in the proposed wilderness area. What steps is the Forest Service taking to facilitate these individuals' rights?

Mr. WEST. The individual rights will be protected. The land could be acquired, if there is a willing seller. We would not infringe upon their rights.

Senator FORD. Is there any new authority being created under S. 703, which we refer to as the Clifty bill—the authority is already there and exists and we are not creating new authority and new bureaucracy as a result of this bill.

Mr. WEST. That is correct.

Senator FORD. Thank you, Mr. Chairman.

Senator MCCONNELL. Thank you, gentlemen. I would like to call the second panel now: Henry Graddy, secretary, Commonwealth of Kentucky Environmental Quality Commission; Doug Hindman, Cumberland Chapter of the Sierra Club; and Ginny Guthrie of the Kentucky Wilderness Coalition.

As I indicated earlier, if you have a lengthy statement, we will include it in the record and you can proceed with an expurgated version.

STATEMENT OF W. HENRY GRADDY, SECRETARY, KENTUCKY ENVIRONMENTAL QUALITY COMMISSION

Mr. GRADDY. Mr. Chairman, my name is Hank Graddy, and I appreciate the opportunity to be here today on behalf of the Kentucky Environmental Quality Commission. I have prepared a written statement, and I have submitted it for the record.[1] There are a few points that I would like to make publicly, orally, having to do with what I think is the historical importance of this area, and this decision.

In my written statement I make reference to the trip of Dr. Thomas Walker through the Cumberland Gap in 1750 to a place near Barbourville and then up the Warrior's Trail, his efforts exploring eastern Kentucky and paving the way for future pioneers.

I also make reference to the trip of Daniel Boone in 1769 with John Findley and four others into the Kentucky wilderness. At that time Kentucky was the western wilderness of the United States. They came through the Cumberland Gap and, according to history, headed for the Red River. They hunted; in fact, Daniel Boone spent the next 2 years in Kentucky, much of that alone; he crossed Kentucky—and at the end of that period, when he returned to North Carolina with his brother, Squire Boone, Daniel Boone knew more about Kentucky than any other pioneer. His stories, his reports, to the people in North Carolina and the people in the East about the dark and bloody battleground, "Kaintuck," helped ignite a land rush and the Kentucky wilderness rapidly began to disappear.

This is our legacy, as Kentuckians. It is a legacy that I feel that we have come close to losing.

The step we take today is a step we can take to help protect and retain that legacy.

Tourism is a major industry in Kentucky and it is a major aspect of Kentucky's economic and social future. We are proud of our Kentucky State park system; we are proud of Fort Boonesboro and Fort Harrod, developed facilities that honor Kentucky pioneers.

But these developed facilities are complemented by having adequate and worthy, worthwhile, designated wilderness in Kentucky

[1] See p. 14 for the prepared statement of Mr. Graddy.

so that people who choose to can try to participate or enjoy or see Kentucky as the early pioneers saw it, and can appreciate the solitude and the risk and the effort that was made by those pioneers in going into lands that man had visited but not remained.

Now, I submit that Kentucky now needs and wants to maintain, to reestablish and maintain, the legacy of these pioneers. I think our decision today and in coming weeks to designate this Clifty Wilderness is an important and necessary decision.

On behalf of the Kentucky Environmental Quality Commission, I urge this committee to approve Senate bill 703, designating 13,260 acres of the Daniel Boone National Forest as the Clifty addition to the National Wilderness Preservation System.

Thank you.

Senator McCONNELL. Thank you, Hank. Mr. Hindman.

STATEMENT OF DOUGLAS HINDMAN, CHAIRMAN, CUMBERLAND CHAPTER, SIERRA CLUB

Mr. HINDMAN. I submitted comments for the record, and I will summarize them.[1]

Senator McConnell, Senator Ford, and other members of the committee, my name is Douglas Hindman. I am chairman of the Cumberland Chapter of the Sierra Club. Our chapter represents some 2,000 Sierra Club members throughout Kentucky, and passage of this bill is the top priority of our chapter. Therefore I am very happy to be here today.

I would like to thank both Senator Ford and Senator McConnell for supporting this legislation. Additionally, I would like to express our appreciation to Congressman Perkins and to Congressmen Hopkins, Hubbard, Mazzoli, and Natcher for cosponsoring companion legislation in the House.

I would like to thank the Commonwealth of Kentucky, the U.S. Forest Service, and the many other individuals and organizations who have joined in supporting this bill.

In fact, I am pleased to tell you that I know of no serious or organized opposition to this bill.

It is gratifying to be able to speak in support of legislation which enjoys such broad support, and I hope we can continue in this same spirit to reach consensus on other issues.

The Kentucky Wilderness Act will extend protection to some 13,260 acres in the Clifty Creek area of Kentucky's Red River Gorge. The Red River Gorge has been cherished by nature lovers in Kentucky and throughout the region. My chapter originally organized around protecting this region, and over the years our members and the general public have repeatedly and generously risen to support the Red River Gorge region on a wide variety of issues.

Unfortunately, the Gorge area is in danger of being cherished to death. Its great popularity as a hiking and family camping spot has already led to overuse and the Forest Service anticipates that usage will continue to increase in the future.

Clifty Creek is the only major section of the Gorge which remains in its natural state. The passage of this act will add an im-

[1] See p. 16 for the prepared statement of Mr. Hindman.

portant additional component to the Red River Gorge and will increase its value as a scientific, cultural, recreational and economic resource for the area.

Kentucky badly needs additional wilderness areas. At present only one area, Beaver Creek, has been preserved as wilderness. Beaver Creek encompasses only 4,800 acres and the Forest Service estimates the public demand for wilderness will soon exceed its capacity.

Clifty Creek is highly deserving of wilderness status. The Forest Service's revised RARE II evaluation of the area is full of superlatives.

I will tell you that last summer I was privileged to be in Clifty Creek. It is a totally beautiful area. I recall us climbing down into the Creek, using ropes to maneuver over the cliff line—it is the kind of territory that requires that. I recall starting out on a hot summer day with civilization all around us, going over the cliff line in ropes, and suddenly finding myself in the middle of a cool, temperate rain forest. I recall suddenly feeling very far from civilization with towering trees, clear streams, and majestic waterfalls, in an area where it was possible to believe that we were the first people who had ever been there. An entire day, the only overt evidence of humanity that we saw was the sole of a hobnailed boot, which I am told has not been used since at least World War II, which we left behind as a cultural heritage, if you will.

It is a pleasure to be here to support Clifty Creek. It is a beautiful area, it is highly deserving of protection. I urge the committee to report this bill unchanged to the Senate. I believe this bill represents a broad consensus within the area that Clifty Creek is valuable and a needed natural resource that should be protected and preserved for all to enjoy.

Thank you.

Senator McCONNELL. Thank you, Mr. Hindman. Ms. Guthrie.

STATEMENT OF GINNY GUTHRIE, REPRESENTING KENTUCKY WILDERNESS COALITION AND THE WILDERNESS SOCIETY, LEXINGTON, KY

Ms. GUTHRIE. Mr. Chairman, my name is Ginny Guthrie, and I am here today to speak on behalf of the Wilderness Society and the Kentucky Wilderness Coalition. I appreciate the opportunity to speak to you today in support of Clifty.

I want to thank Senators Ford and McConnell and Representative Perkins for their leadership in this endeavor because without the effort that you all have put forward we couldn't be here today.

Wilderness designation is the most protective land classification that Congress can bestow and thus should be reserved for only the best areas. I think everybody who has been to Clifty will agree that Clifty is one of Kentucky's best areas. It is very special to a lot of people both inside and outside the state.

I think many of the other people today have already gone into some of the details, but I have some pictures I want to show that I think will convince you more than any words will. I can't emphasize enough especially what Mr. West said about the rugged topography and the complex vegetation that is there.

I also want to add that Clifty encompasses the drainage of four creeks which flow into the Red River Gorge. The entire watershed of Copperas Creek is contained within the Clifty boundaries. The opportunity today to be able to preserve an entire creek drainage, especially in the east, is a fairly rare one.

According to professionals, Clifty has at least 15 sensitive, threatened or endangered species, including the white-haired goldenrod found nowhere else in the world other than Red River Gorge.

But Clifty isn't totally undisturbed. It has a long history of human use. Native Americans hunted here and used rock houses for shelter. The dry microenvironment in these rock shelters has preserved the Indian artifacts to a great degree. And when you combine the large number of rock houses in the area with the degree of preservation of the artifacts, this is a unique opportunity to study these earlier cultures.

But the original people were forced out by the white man who proceeded to build farms on the few pieces of flat land and almost totally timbered the hills.

But the area today is recovering from the timbering activity fairly rapidly because the area does receive adequate rainfall.

The Wilderness Act states that a wilderness area "generally appears to have been affected primarily by the forces of nature . . . ." And I think Clifty does meet this criterion in spite of the timbering activity.

Clifty has other qualities that make it a good candidate for wilderness. First of all, it would be relatively easy to manage this wilderness. The area is already administratively withdrawn from motorized recreation and timbering, so legislative withdrawal via wilderness designation should present little additional problem to the Forest Service.

Second, much of Clifty is surrounded by Forest Service land and this provides a degree of buffer from human encroachment. The boundary of Clifty generally follows either lines of public ownership or easily identifiable natural landmarks.

Third, access to the perimeter of Clifty from the population centers along the Ohio Valley is relatively easy, but access to the very heart of the area really does provide a challenge. Although the acreage is small, the rugged topography gives ample opportunity for solitude, which is another important wilderness characteristic. The people who meet the physical challenge that Clifty provides get the impression that the area is more vast and remote than the 13,000 acreage figure might otherwise indicate.

The water quality in the area is good. The water quality in Copperas Creek is among the best in the State. Such quality not only in water but in the other characteristics that we have all mentioned today necessitates legislative protection to keep it that way.

I would like to switch my focus to the needs of wilderness in the Southeast.

The Southeastern United States in general does need more wilderness. The Forest Service nationwide has 7 percent of their lands classified as wilderness. The southern region of the Forest Service, in which Kentucky lies, has 4 percent of its land in wilderness.

The Daniel Boone currently has less than 1 percent of its land in wilderness, and the addition of Clifty would only bring that figure to 2 percent.

I hope you agree with the Kentucky Wilderness Coalition and the Wilderness Society that Clifty qualifies for and deserves wilderness designation. I further hope you agree that the people of Kentucky deserve to have Clifty protected.

We urge you to report out S. 703 favorably.

There was an amendment offered to this bill in the House yesterday which clarified the release language. I would encourage you to include such language in this bill also. We do not want to see the Troublesome area released, and we don't want the committee report to have any language in it that might bias the Park Service against any future wilderness studies that we may be able to do. Troublesome has some outstanding wilderness qualities, but it also has some controversy surrounding it, and we need a little bit of time to try to get those issues worked out.

Thank you.

Senator MCCONNELL. Mr. Graddy, will wildlife quality be improved in any way by the designation of this area as a wilderness area?

Mr. GRADDY. Senator, it is my understanding—and I am relying on a report of the Forest Service—it is my understanding that wildlife quality will be improved by managing it as wilderness and allowing the area to gradually regain its original characteristics under a legislative mandate.

Senator MCCONNELL. Mr. Hindman, one of the unfortunate problems in designation of areas as wilderness is that of misunderstanding.

Will hunting, fishing, or other recreational activities be affected by this designation?

Mr. HINDMAN. No, they will not.

Senator MCCONNELL. Ms. Guthrie, as far as I know the United States is the first country to actively engage in designation of wilderness areas, similar to our efforts in behalf of historic preservation of buildings.

Do you know if other countries have or are considering programs like wilderness designations?

Ms. GUTHRIE. Not that I am aware of. I know there are other countries that are trying to develop a national park system, but none of them have given roadless areas the degree of preservation that is indicated by establishing a National Wilderness Preservation System.

Senator MCCONNELL. I would like to clarifiy a statement at the end of your testimony. Do you want us to delay passage of this bill?

Ms. GUTHRIE. No.

Senator MCCONNELL. Please repeat what you said right at the end of your testimony.

Ms. GUTHRIE. OK. It's my understanding that in this legislation there is some inconsistent language where it concerns the release of Troublesome. In one paragraph it says that a further planning area is released, and in another paragraph it says that it is not released.

So what we are asking you all to do is clarify that inconsistency in the same way that the House did it yesterday. I can't tell you specifically how they changed the legislation, but they did offer an amendment to clear up that inconsistency.

Senator MCCONNELL. And then go for it.

Ms. GUTHRIE. Yes, very definitely. We want to have an opportunity to continue to work on Troublesome. We see no reason to change its status at this time.

Senator MCCONNELL. Senator Ford.

Senator FORD. Mr. Chairman, I think the request of Ginny is proper and I think the Forest Service will give us the technical language that will be a matter of a few words to include in that. I am hopeful that that will be all that is necessary.

Ms. GUTHRIE. I hope so.

Senator FORD. Everything has been so smooth up to now—don't want a bump.

Doug, let me ask you a followup on the chairman's question about hunting and fishing in the area. Is there any problem with the designation of the area as wilderness that would reduce any fire-safety or fire-preventive practices of the Forest Service?

Mr. HINDMAN. My understanding is that there would be no change in the way the Forest Service is currently managing it.

Senator FORD. So there would not be any significant change.

Mr. HINDMAN. That's correct.

Senator FORD. Ginny, let me ask you one quick question, and this will be all, Mr. Chairman, for me. In your testimony you refer to the total amount of forest land nationwide designated as wilderness—I believe you said 7 percent. And the total amount of wilderness lands in the Daniel Boone National Park is only 1 percent.

Would you care to correlate the amount of wilderness land in other regions of the country to the proposed Clifty area, how they compare to the proximity of major population centers.

Can you do that for me?

Ms. GUTHRIE. I'll give it a shot. There are bigger areas out——

Senator FORD. You are not supposed to shoot, unless you have a bow and arrow.

Ms. GUTHRIE. There are much bigger wilderness areas out west, but the population density in the west is a lot less, and you have to travel a lot further to get to one of these areas.

I think the fact that we only have 13,000 acres left in the Daniel Boone, coupled with—I mean, 13,000 acres of roadless lands left in the Daniel Boone, coupled with the fact that you have got the entire Ohio Valley with no other wilderness areas to go to, would indicate that the need for this is as strong as there is a need for hundreds of thousands of acres out west; they are just in a different situation than we are.

Senator FORD. Has the wild rivers designation been helpful to what you are pursuing here as designating certain areas and protecting certain areas?

Ms. GUTHRIE. Well, the Kentucky wild river program, the fact that they thought enough of this area of the Red River Gorge to designate a section of it as a wild river, to me indicates that they also recognize the values. But other than that, there is not a lot of——

Senator FORD. I don't know whether you have any history of that, but I introduced a bill—I had it introduced, it went to the House and came back with a northern Kentucky amendment on it. If you want to go back maybe, Doug can tell you what that was.

But I think it's been upgraded since that time and it has been used on several occasions to protect some of the lands. I just was wondering how, after 12 years, it was functioning.

Thank you, Mr. Chairman.

Senator MCCONNELL. I believe that completes our hearing. I want to thank all of you for coming up from Kentucky, and the hearing is concluded.

[Whereupon, at 9:39 a.m., the subcommittee adjourned, subject to call of the Chair.]

APPENDIX

STATEMENT OF HON. WENDELL H. FORD, A U.S. SENATOR FROM KENTUCKY

Mr. Chairman, I appreciate the opportunity to be here today, and want to thank you for not only cosponsoring the Kentucky Wilderness bill, but also for taking the time to provide for this hearing.

I say to my good friend from Kentucky that we are joined in support for this legislation by the Governor of Kentucky, Martha Layne Collins, Congressman Chris Perkins, Romano Mazzoli, Larry Hopkins and William Natcher and Carroll Hubbard. In addition to the groups testifying here today, other groups in favor of this bill include the Kentucky Department of Fish and Wildlife, the Kentucky Conservation Council, the Kentucky Conservative Committee, the Kentucky Audubon Council and the Kentucky Forest Industries Association, whose telegrams of support I ask for inclusion in the record.

All too often, we in Congress are caught up in an atmosphere that seems as if we are perpetually putting out fires, turning from one crisis to another. It is unfortunate that the nature of our business runs to that extreme.

I'm glad that this Committee can take us one step closer to passing a piece of legislation whose importance is only overshadowed by the fact it is not a crisis situation. Instead, the Clifty Wilderness has been studied, and restudied, and I think it is about time that permanent protection be afforded this unique parcel of land.

It is not imperative that we designate the Clifty area as wilderness this year, but it is important that we take the time to reflect on the long-term significance of what this bill will do.

From the very beginning of this nation, wilderness has always been a part of the American culture and heritage. Wilderness has deep symbolic and spiritual value; a place where people can go, a place one can go to relive the past, or escape temporarily from the hustle and bustle of every day life or simply to enjoy the abundance of nature.

Passage of S. 703, the Clifty Wilderness bill will ensure that approximately 12,000 acres of the 673,000 acre Daniel Boone National Forest is set aside, in its natural state. The area will be protected and preserved by law. The important point here is that while the area today is protected and, in fact, enjoyed by large groups of visitors, this bill will be guaranteed that it remain in its natural state for generations to come.

The Clifty area contains a high concentration of prehistoric sites which offer a unique opportunity for the study of the prehistoric cultures of the Eastern United States. The rock shelters of the area have been used by humans for protection from the elements for thousands of years. These rock shelters provide a dry, protected climate which has preserved many normally perishable artifacts such as seeds, nuts, textiles and leather tools. Such conditions are found in few other locations in the East. Archaeologists have documented evidence of prehistoric occupation of the Gorge dating back to approximately 8000 B.C. This timespan covers three of the four traditions that make up the usual chronology for North American Prehistory, the Archaic, Woodland, and Fort Ancient cultures.

The unique vegetative community in Clifty also provides opportunity to study rare examples of the old growth mixed with forestrial plant life that escaped the ravages of the early timber industry. The orientation of the land forms as well as the protected microenvironments found in the Northern valleys of Clifty have allowed the establishment and protection of some species normally associated with the extreme Southern region of the country. The successive advances and retreats of the continental glaciers caused northern species to "migrate" into the area, and today some remain in selected sites. As many as 550 different plant species representing 100 families and 304 generations, including several rare species have been identified in the Clifty area. More recently, indications are that the floral communi-

ty may include up to 750 species of flowering plants, along with 170 mosses, about 70 varieties of watermosses and 2–3,000 fungi.

When Lyndon Johnson signed the Wilderness Act on September 3, 1964, the United States became the first nation ever to set up a system for the recognition and preservation of its scenic natural resources. I am proud of the uniqueness of the wilderness preservation system in this nation.

The U.S. Department of Agriculture has recommended, after its second extensive Roadless Area Review and Evaluation, known as RARE II, that this area be designated as wilderness. The roadless area studies under RARE I and RARE II represent a complete and thorough analysis of the need for this wilderness designation. However, the Clifty area is currently in a state of limbo, with its future undecided. The local residents and the communities affected deserve to have this issue resolved.

The favorable consideration by the Senate Agriculture Committee on the Clifty Wilderness bill will bring us one step closer to finalizing an important piece of legislation which should have been passed long ago.

STATEMENT OF HANK GRADDY, REPRESENTING THE KENTUCKY ENVIRONMENTAL QUALITY COMMISSION

Mr. Chairman, members of the Committee on Agriculture, Nutrition and Forestry, Agricultural Research Conservation Forestry and General Legislation Subcommittee, my name is Hank Graddy. I live in Versailles, Woodford County, Kentucky. I currently serve as Secretary of the Kentucky Environmental Quality Commission. The Commission is created by statute to comment on administrative regulations and to receive public comment on matters affecting Kentucky's environment. The commission is also empowered to take positions on these matters and to testify when appropriate.

I appreciate the opportunity to appear before you today to testify on behalf of S. 703, the Kentucky Wilderness Bill. On behalf of the Kentucky Environmental Quality Commission, I urge this subcommittee to approve S. 703, to designate 13,260 acres in the Daniel Boone National Forest as the Clifty Wilderness addition to the National Wilderness Preservation System.

On March 6, 1750, Dr. Thomas Walker left Albemarle County, Virginia for the western wilderness—Kentucky. His party crossed through Cave Gap, later renamed Cumberland Gap, and set up post at what is now Barbourville, Kentucky. They traveled north along the Warrior's Trail and east to the Big Sandy and Levisa Fork Rivers. Dr. Walker failed to find the fertile Bluegrass meadows as his sponsor had hoped. But he helped open the Kentucky wilderness to the pioneers who followed.

According to legend, and some facts, in the years from 1760 to 1769 John Swift is supposed to have mined silver in eastern Kentucky. Indians kept him from carrying the silver out so he buried it along the Red River. To this day, there are occasional claims to have discovered "Swift's silver".

In 1766, Uriah Stone and others crossed the Cumberland Plateau "to escape boring domestic duties" according to Dr. Thomas Clark's "A History of Kentucky". A year later, Daniel Boone and John Findley each spent the winter camping in the Big Sandy valley unaware of each other's presence until their return to Yadkin Valley, North Carolina. In May, 1769, Boone and Findley and four others headed back to the Kentucky wilderness to hunt with abandon. Findley led the party of hunters directly to the Red River. This began a two year odyssey for Daniel Boone across Kentucky. When he and his brother, Squire Boone, returned to North Carolina, Daniel Boone began to sing the praises of the dark and bloody battleground, "Kaintuck". His stories helped ignite a land rush and the wilderness rapidly began to disappear.

What has happened to this legacy? We have almost lost it. Today, we have the opportunity to preserve it.

Designation of the Clifty Area as an addition to the National Wilderness Preservation System is a necessary and popular decision.

Wilderness is needed in Kentucky. Kentucky, the land of the western wilderness at the time this country began, the land of pioneers and explorers, the land of Daniel Boone, now has less than 5,000 acres of designated wilderness. The Beaver Creek wilderness, located in McCreary County was designated in 1975, as part of the original Eastern Wilderness Act, but there are severe and recognized problems with this wilderness, including the fact that all of the mineral estate remains outstanding, jeopardizing the future availability of this wilderness. States to the south and east of Kentucky now have much larger areas set aside. North Carolina has 109,003

acres of designated wilderness. West Virginia has 73,131 acres. Tennessee has 32,974 acres.

On the other hand, states immediately to the north of Kentucky do not have significant wilderness designation. Ohio has 85 acres of designated wilderness. Illinois has 4,050 acres. Indiana has 12,935 acres. These states would all benefit from additional wilderness designation in Kentucky, as would the urban areas in Kentucky, located generally north and west of the Clifty area.

Tourism is a major industry in Kentucky. We consider our park system to be the best in the nation. We are looking forward to the completion of the Big South Fork National River and Recreation Area. Fort Harrod and Fort Boonesboro are important state parks. But these developed outdoor recreation facilities are complemented by sufficient designated wilderness. Kentucky—the wilderness to which Boone and his fellow long hunters sought in order to escape domestic routine—isn't there. But it can be.

Designation of the Clifty Area as wilderness is a popular decision, with widespread and bipartisan support.

I am proud to present to you the following letter from the Governor of the Commonwealth of Kentucky, Martha Layne Collins:

OFFICE OF THE GOVERNOR,
Frankfort, KY, October 28, 1985.

Mr. DOUGLAS HINDMAN,
Chairman, Sierra Club,
Cumberland Chapter, Richmond, KY.

DEAR MR. HINDMAN: Thank you for your letter concerning the Kentucky Wilderness Act of 1985 (bills H. R. 1627 and S. B. 703). This legislation proposes the addition of approximately 13,260 acres of the Red River Gorge into the National Wilderness Preservation System. About 4.5 miles of the Kentucky Wild River segment of the Red River are included within the proposed wilderness area.

The Clifty area is part of the Red River Gorge Geological Area, which is managed by the U.S. Forest Service to sustain the outstanding natural and cultural resources that occur there. Wilderness designation would provide the legislative mandate to insure that the wilderness values of this area are preserved in perpetuity for the use and welfare of present and future generations. In addition, such status is entirely consistent with established administrative policy for the Kentucky Wild River segment.

This administration, therefore, supports wilderness designation and bills H.R. 1627 and S.B. 703. Letters of support to the Kentucky Congressional delegation, the Secretary of Interior and the Secretary of Agriculture are forthcoming.

Thank you for your concern and support for preservation of the uniquely special Red River Gorge area of Kentucky.

Sincerely,

MARTHA LAYNE COLLINS.

S. 703 is sponsored by Democratic Senator Wendell Ford and Republican Senator Mitch McConnell.

The House equivalent of S. 703, HR 1627 was originally introduced by Congressman Chris Perkins, in whose district the Clifty Area is located. It has now been endorsed by Congressmen Larry Hopkins, Romano Mazzoli, William Natcher and Carroll Hubbard.

The Clifty area is part of the Red River Gorge area, far and away the most popular outdoor area in Kentucky. This is the area that Supreme Court Justice William O. Douglas visited in 1966 to help prevent construction of the proposed Red River Dam. The determination to protect this unique and beautiful area is the strongest land protection cause within the Commonwealth. Designation of the Clifty Area does not foreclose significant competing uses. It lies within an area already designated the Red River Gorge Geological Area, a designation based on the spectacular geological formation in the area. It has also been designated a National Natural Landmark. It has been withdrawn from timber management for over a decade. The area has little potential for mineral development. Release of potential quality timber in other parts of the Daniel Boone Forest provides an ample surplus of available timber resources. Wilderness designation is supported by a number of agencies and organizations, including Kentucky Department of Fish and Wildlife Resources; Kentucky Conservation Council; and Kentucky Nature Preserves Commission.

What does Kentucky need and what do Kentuckians want? We need and want the lands Uriah Stone crossed to escape boring domestic duties. We need and we want

the wilderness Boone and Findley and the others headed for, in preference to the alternative of domestic tranquility. Kentucky needs to reestablish and protect the legacy of Boone, Findley, Stone and Dr. Walker. We need your help in passing S. 703.

Thank you.

STATEMENT OF DOUGLAS HINDMAN, CHAIRMAN, CUMBERLAND CHAPTER, SIERRA CLUB

Chairman Lugar, Senator McConnell, Senator Ford, and other members of this committee, my name is Douglas Hindman. I am chairman of the Cumberland Chapter of the Sierra Club. The Cumberland Chapter represents some 2,000 Sierra Club members throughout Kentucky. Passage of this bill is the top priority of our chapter and I am pleased to be here today to urge your support for this legislation.

I wish to thank Senator Ford and Senator McConnell for co-sponsoring this legislation. Additionally, I would like to express my appreciation to Congressman Perkins for introducing companion legislation in the House (H.R. 1627) and to thank Congressmen Hopkins, Hubbard, Mazzoli and Natcher for co-sponsoring that legislation. I also thank the Commonwealth of Kentucky, the United States Forest Service, and the many other individuals and organizations who have joined in supporting this bill.

In fact, I am pleased to tell you that I know of no serious or organized opposition to this bill. It is gratifying to be able to speak in support of legislation which enjoys such broad support. I wish to recognize the general spirit of cooperation and goodwill among the various individuals and organizations involved which has made this consensus possible. I hope that we can continue in this same spirit to reach consensus on other issues.

The Kentucky Wilderness Act will extend wilderness protection to some 13,300 acres in the Clifty Creek area of Kentucky's Red River Gorge. The Red River Gorge area is cherised by nature lovers in Kentucky and throughout the region. The Cumberland Chapter originally organized around protecting this region. Over the years our members and the general public have repeatedly and generously risen to support this region on a wide variety of issues.

Unfortunately, the gorge region is in danger of being cherised to death. Its great popularity as a hiking and family camping spot has already led to overuse and the Forest Service anticipates that usage of the area will increase in the future. Clifty Creek is the only major section of the gorge which remains in its natural state. While we appreciate the developed campgrounds and established trails in the rest of the gorge, we feel it is also important to set aside Clifty Creek for those who seek a true wilderness experience. Passage of this act will add an important additional component to the Red River Gorge and will increase its value as a scientific, cultural, recreational, and economic resource for the area.

Kentucky badly needs additional wilderness areas. Since the time of Daniel Boone, Kentucky has been farmed, timbered, and mined. While such development is clearly important, it is also true that no corner has escaped. At present only one area, Beaver Creek, has been preserved as wilderness. Beaver Creek encompasses only 4,800 acres and the Forest Service estimates public demand for wilderness experiences will soon exceed its capacity. As development continues, it is important that we preserve the few remaining natural areas, such as Clifty Creek, for future generations.

Clifty Creek is highly deserving of wilderness status. The Forest Service's revised RARE II evaluation of the area is full of superlatives. I would like to quote briefly from their description.

"The towering clifflines create an enclosed world, where visitors with sufficient fortitude to press through dense forest growth are offered an escape from modern civilization. Discovery of isolated coves, unchanged over the millenia, provide opportunities for introspection and psychological renewal so rare in a rapidly developing society. Striking views of the bizarre formations of Crazy Rock Gorge never cease to awe the visitor."

While the Forest Service was generous in their own praise, I cannot leave without sharing with you some of my own reactions to Clifty Creek. Last summer I was privileged to spend a day in Clifty Creek. As we used ropes to climb down the cliffline, the heat of summer gave way to a cool, sparkling rain forest. We were surrounded by magnificent towering trees, clear streams, and sparkling waterfalls. The noise of civilization was left behind and we could, for a moment, imagine that we were the first people to set foot in the area. In fact it was difficult to find any evidence of humanity. Once, in a rhododendron thicket, I saw a line where the bushes were thin and the ground slightly depressed. It may have been where horses dragged logs

through the forest almost a century ago. In the entire day, the only overt evidence of human presence we found was the sole of a hobnailed boot. I'm told such boots have not been worn since World War II.

In closing, I urge you to report this bill unchanged to the Congress. It represents a broad consensus that Clifty Creek is a valuable and needed natural resource that should be protected and preserved for all to enjoy.

I thank you for your interest and time.

STATEMENT OF GINNY GUTHRIE, REPRESENTING KENTUCKY WILDERNESS COALITION AND THE WILDERNESS SOCIETY

Mr. Chairman, Senator Ford and Senator McConnell and members of the committee, my name is Ginny Guthrie. I am here today to speak on behalf of The Wilderness Society and the Kentucky Wilderness Coalition. The Kentucky Wilderness Coalition is a joint venture of individuals and organizations such as the state and local Sierra Clubs in Kentucky and the state and local Audubon Societies to accomplish the permanent protection of the more pristine areas in Kentucky.

I appreciate the opportunity to speak to you in support of the Clifty wilderness. I want to thank Representative Perkins and Senator Ford for their leadership in this endeavor. Senator McConnell and Representatives Mazzoli, Natcher, Hubbard and Hopkins deserve our appreciation as well for their support.

The Kentucky Wilderness Bill will incorporate 13,260 acres of the Red River Gorge area of the Daniel Boone National Forest into the National Wilderness Preservation System. Wilderness designation is the most protective land classification that Congress can bestow and thus, should be reserved for only the best areas. The Clifty area *is* one of Kentucky's best. And it is very special to a lot of people, both inside and outside of Kentucky. Permit me to tell you why.

Clifty is an outstanding area on the edge of the Cumberland Plateau in eastern Kentucky with several unusual features. It is a rugged pocket of almost continuous cliff and bluffs, dense vegetation, steep and narrow valleys and rocky creeks. It encompasses the drainages of four creeks which flow into the Red River. The entire watershed of Copperas Creek is contained within the Clifty boundaries. The possibility of protecting an entire creek drainage is a rare one in the east. Clifty contains many waterfalls, rock shelters and rock arches. The variety in the topography creates a large number of different kinds of landscapes, from intimate rhododendron thickets to open pine ridges.

The variation in topography also creates a large number of different habitats so an unusually high number of plant species are found here. A complex vegetative community has developed and a few examples of the rare, undisturbed mixed mesophytic forest ecosystem can still be found in the isolated coves of Clifty. The unique vegetation was a prime consideration when the Red River Gorge area was classified as a National Natural landmark.

According to the Kentucky Nature Preserves Commission and other professionals, Clifty has at least fifteen sensitive, rare or endangered species, including the white haired goldenrod found no where else in the world. The Forest Service acknowledges 750 floral species, 170 mosses, 70 liverworts and 2,000 to 3,000 fungi. Obviously, the scientific value of such a gene pool is immeasurable.

But Clifty is not undisturbed. It has a long history of human use. Native Americans hunted here and left their mark in the rock houses they used for shelter. The dry micro environment of these rock houses has preserved many of the Indian artifacts in near perfect condition. The frequency of rock houses in Clifty coupled with the degree of preservation of the artifacts offer a unique opportunity to study these earlier cultures.

The original people were forced out by the white man who farmed the occasional pieces of flat land and almost totally timbered the hills earlier in this century. The second growth forest present today doesn't have the qualities of the original forest but recovery is proceeding relatively rapidly due to the adequate rainfall the area receives. The Wilderness Act states that a wilderness area "generally appears to have been affected primarily by the forces of nature . . .". Clifty certainly meets that criterion in spite of the timbering activity.

The Clifty area, being part of the Red River Gorge Geological Area, currently receives heavy dispersed recreation use. The area is today closed to motorized vehicles and timbering activities. The opportunities for hiking and backpacking are innumerable, especially for someone willing to get off the trails and do some exploring. The part of the Red River that flows through Clifty provides class III whitewater after rain storms.

Clifty has other qualities that make it a good candidate for wilderness. It would be relatively easy to manage as a wilderness. First, the area is already administratively withdrawn from motorized recreation and timbering so legislative withdrawal via wilderness designation should provide little additional problem to the Forest Service.

Second, much of Clifty is surrounded by Forest Service lands which provide some degree of buffer from human encroachment. The boundary of Clifty generally follows either lines of public ownership or easily identifiable natural landmarks. Only 1,594 acres of private inholdings remain.

Third, access to the perimeter of Clifty from the population centers along the Ohio valley is relatively easy but getting to the heart of the area is a real challenge. Although the acreage is small, even according to eastern standards, the topography gives ample opportunity for solitude, another important wilderness characteristic. The people who meet the physical challenge that Clifty provides get the impression that the area is more vast and remote than the acreage might otherwise indicate.

The water quality in the area is good. In fact, the water quality in Copperas Creek is very high. Such quality, not only in water but in the other characteristics I have mentioned, necessitates legislative protection to keep it that way.

In addition to Clifty's ample qualifications, the southeastern United States in general and Kentucky specifically, needs more wilderness. The Forest Service nationwide has 7% of their land classified as wilderness. The southern region of the Forest Service in which Kentucky lies has only 4% of its land in wilderness. The Daniel Boone National Forest currently has less than 1% of its land in wilderness. The addition of Clifty will only bring that figure to 2%. In the southern region, there are currently 109 wilderness areas and Kentucky has only one. The people in Kentucky want and need more wilderness, particularly before it is degraded even further.

The Daniel Boone National Forest placed Clifty in the recommended wilderness category during the RARE II study. The recently released Forest Plan recommends Clifty for wilderness.

I hope you agree with the Kentucky Wilderness Coalition and The Wilderness Society that Clifty qualifies for and deserves wilderness designation. I further hope you agree that the people of Kentucky deserve to have Clifty protected. We urge you report out S. 703 and to resist any efforts to weaken the bill.

Thank you for your time. I will be happy to answer any questions.

II

99TH CONGRESS
1ST SESSION

S. 703

To designate certain National Forest System lands in the State of Kentucky for inclusion in the National Wilderness Preservation System, to release other National Forest System lands for multiple use management, and for other purposes.

IN THE SENATE OF THE UNITED STATES

MARCH 20 (legislative day, FEBRUARY 18), 1985

Mr. FORD introduced the following bill; which was read twice and referred to the Committee on Agriculture, Nutrition, and Forestry.

A BILL

To designate certain National Forest System lands in the State of Kentucky for inclusion in the National Wilderness Preservation System, to release other National Forest System lands for multiple use management, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Kentucky Wilderness Act of 1985".

SEC. 2. In furtherance of the purposes of the Wilderness Act of 1964 (16 U.S.C. 1131 et seq.) certain National Forest System lands located within the Daniel Boone National Forest, Kentucky, which comprise approximately thirteen

thousand three hundred acres as generally depicted on a map entitled "Clifty Wilderness—Proposed", dated January 1985, are hereby designated as wilderness, and shall be known as the Clifty Wilderness.

SEC. 3. Subject to valid existing rights, the Clifty Wilderness shall be administered by the Secretary of Agriculture as a component of the National Wilderness Preservation System in accordance with the provisions of the Wilderness Act governing areas designated by that Act as wilderness, except that any reference in such provisions to the effective date of the Wilderness Act shall be deemed to be a reference to the effective date of this Act.

SEC. 4. (a) The Congress finds that—

(1) the Department of Agriculture has completed the Second Roadless Area Review and Evaluation Program (RARE II); and

(2) the Congress has made its own review and examination of National Forest System roadless areas in the State of Kentucky and of the environmental impacts associated with alternative allocations of such areas.

(b) On the basis of such review, the Congress hereby determines and directs that—

(1) without passing on the question of the legal and factual sufficiency of the RARE II Final Environ-

mental Statement (dated January 1979) with respect to National Forest System lands in States other than Kentucky, such statement shall not be subject to judicial review with respect to National Forest System lands in the State of Kentukcy;

(2) with respect to the National Forest System lands in the State of Kentucky which were reviewed by the Department of Agriculture in the second roadless area review and evaluation (RARE II) and those lands referred to in subsection (d), that review and evaluation or reference shall be deemed for the purpose of the initial land management plans required for such lands by Forest and Rangeland Renewable Resources Planning Act of 1974, as amended by the National Forest Management Act of 1976, to be an adequate consideration of the suitability of such lands for inclusion in the National Wilderness Preservation System and the Department of Agriculture shall not be required to review the wilderness option prior to the revisions of the plans, but shall review the wilderness option when the plans are revised, which revisions will ordinarily occur on a ten-year cycle, or at least every fifteen years, unless, prior to such time the Secretary of Agriculture finds that conditions in a unit have significantly changed;

(3) areas in the State of Kentucky reviewed in such final environmental statement or referenced in subsection (d) and not recommended for further planning as a result of the second roadless area review and evaluation program or designated as wilderness upon enactment of this Act shall be managed for multiple use in accordance with land management plans pursuant to section 6 of the Forest and Rangeland Renewable Resources Act of 1974, as amended by the National Forest Management Act of 1976: *Provided*, That such areas need not be managed for the purpose of protecting their suitability for wilderness designation prior to or during revision of the initial land management plans;

(4) in the event that revised land management plans in the State of Kentucky are implemented pursuant to section 6 of the Forest and Rangeland Renewable Resources Planning Act of 1974, as amended by the National Forest Management Act of 1976, and other applicable law, areas not recommended for wilderness designation need not be managed for the purpose of protecting their suitability for wilderness designation prior to or during revision of such plans, and areas recommended for wilderness designation shall be managed for the purpose of protecting their suitability

for wilderness designation as may be required by the Forest and Rangeland Renewable Resources Planning Act of 1974, as amended by the National Forest Management Act of 1976, and other applicable law; and

(5) unless expressly authorized by Congress, the Department of Agriculture shall not conduct any further statewide roadless area review and evaluation of National Forest System lands in the State of Kentucky for the purpose of determining their suitability for inclusion in the National Wilderness Preservation System.

(c) As used in this section, and as provided in section 6 of the Forest and Rangeland Renewable Resources Planning Act of 1974, as amended by the National Forest Management Act of 1976, the term "revision" shall not include an "amendment" to a plan.

(d) The provisions of this section shall also apply to National Forest System roadless lands in the State of Kentucky which are less than five thousand acres in size.

SEC. 5. As soon as practicable after enactment of this Act, the Secretary of Agriculture shall file a map and a legal description of the Clifty Wilderness with the Committee on Agriculture and the Committee on Interior and Insular Affairs of the House of Representatives and the Committee on Energy and Natural Resources and the Committee on Agri-

culture, Nutrition, and Forestry of the United States Senate, and such map and legal description shall have the same force and effect as if included in this Act: *Provided, however,* That corrections of clerical and typographical errors in such legal description and map may be made.

DEPARTMENT OF AGRICULTURE,
OFFICE OF THE SECRETARY,
Washington, DC, 20250, November 8, 1985.

Hon. JESSE HELMS,
Chairman, Committee on Agriculture, Nutrition, and Forestry, U.S. Senate, Washington, DC.

DEAR MR. CHAIRMAN: As you requested, here is our report on S. 703, a bill "To designate certain National Forest System lands in the State of Kentucky for inclusion in the National Wilderness Preservation System, to release other National Forest System lands for multiple use management, and for other purposes."

The Department of Agriculture recommends that the bill be enacted.

S. 703 would designate approximately 13,300 acres in the Clifty area on the Daniel Boone National Forest as Clifty Wilderness, release approximately 3,200 acres to uses other than wilderness by including the compromise sufficiency and release language from the 98th Congress, and maintain approximately 3,000 acres in the Troublesome roadless area as further planning to be addressed during forest planning.

As a result of the Second Roadless Area Review and Evaluation (RARE II), the Clifty area was recommended as wilderness. The Forest Plan and Environmental Impact Statement document support for, need for, and capability of the Clifty area for wilderness.

Clifty is aptly named. It is a distinctive example of the Cumberland Plateau landscape, with a nearly continuous system of soaring cliff lines surrounding the hollows and caves in the stream valleys. Elevations range from 1,257 feet on the ridgetop to 722 feet in the stream bottoms. The processes of differential weathering have created a uniquely carved landscape, where natural arches, waterfalls, and rock shelters abound.

The rugged topography of Clifty has contributed to an equally unique vegetative community. In 1975, the area was designated as part of the Red River Gorge Natural National Landmark, due in large part to the unusual vegetation. It contains several hundred plant species, including several rare species and undisturbed examples of the mixed mesophytic forest. We believe Clifty would be a valuable addition to the National Wilderness Preservation System in the State of Kentucky.

The Troublesome area, which was retained as a further planning area in RARE II, is within the Big South Fork National River and Recreation Area created in 1974 (88 Stat. 43, as amended; 16 U.S.C. 460ee). The management prescription in the Forest Plan for the Big South Fork National River and Recreation Area is to defer all direct management practices while protecting the values which were identified in the establishing legislation pending transfer of the lands in accordance with the Act.

We estimate that surveying, planning, and related activities necessary to implement the bill would total approximately $90,000 over the next 5 years.

The Office of Management and Budget advises that there is no objection to the presentation of this report from the standpoint of the Administration's program.

Sincerely,

JOHN R. BLOCK, *Secretary.*

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